DOCUMENT RESUME

ED 089 372 CS 500 625

AUTHOR Greenbaum, Howard H.
TITLE The Appraisal and Management of Organizational Communication.
PUB DATE May 73
NOTE 34p.; Paper presented at the Eastern Regional Meeting of the American Business Communication Association (New York City, May 4-5, 1973)

EDRS PRICE MF-$0.75 HC-$1.85 PLUS POSTAGE
DESCRIPTORS *Communication (Thought Transfer); *Communication Problems; *Information Theory; *Management Systems; Nonverbal Communication; *Organizational Change; Systems Concepts; Systems Development; Verbal Communication

ABSTRACT

Organizational communication includes all verbal and nonverbal stimuli affecting individual behavior and can be defined in terms of purpose, operational procedures, and structural elements. The fundamental element is the organization unit. Related to this unit are three other elements of organizational communication--communication networks, communication policies, and communication activities. Primary objectives of the communication system form the basis for identifying communication networks, and each communication network consists of specific communication policies implemented through individual communication activities. The basic purpose of communication system appraisal is to determine whether communication network objectives are being achieved and to submit change-proposals relating to weaknesses in the system. This can be accomplished by the employment of a structured work-plan which gives attention to major communication activities, component communication networks, and the overall communication system. The development of an effective program of communication management appears to be closely related to the nature of organization policies, staff personnel capabilities, and the quality of general organization development. (LL)

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ED 089372

THE APPRAISAL AND MANAGEMENT OF ORGANIZATIONAL COMMUNICATION

by

Howard H. Greenbaum, Ph.D.
Motor Parts Industries, Inc.
Huntington Station, L.I., New York 11746

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Eastern Regional Meeting
American Business Communication Association
May 4-5, 1973
Fordham University at Lincoln Center
New York City, New York

CS 500 625

THE APPRAISAL AND MANAGEMENT OF ORGANIZATIONAL COMMUNICATION

Effective communication has long been credited as a prime factor in the attainment of high levels of organizational effectiveness.[1] Organization theorists, communication researchers, and practicing managers have contributed considerable literature testifying to its critical role and basic elements.[2] However, the applied behavioral science of organizational communication is still in its infancy, and growing very slowly. In fact, it is seldom recognized as a major activity of management; and even where recognized, there is considerable lip-service and uncertainty as to its proper handling.

Except for a few organizations, managements have not established executive positions with key responsibilities relating to the overall administration of communication systems.[3] Actually, most organizations do not even specify their communication policies.[4] A review of empirical investigations through 1969 reported that organizations suffered a widespread ineffectiveness in downward communication, an urgent need to encourage upward communication, and the greatest deficiency of all in the area of horizontal communication.[5] One investigator concluded a study of manufacturing organizations with the statement that there existed a general lack of awareness that communication was a problem to be studied.[6]

Many personnel departments are concerned with informative

employee communication like house publications, bulletin boards, safety posters, and suggestion systems. It is this area and that of public relations that is frequently spelled out as a managerial job responsibility. However, relatively few organizations go beyond the journalistic emphasis to recognize communication responsibilities related to basic coordinative operations, and needed communication development in this latter area is seldom accomplished.[7] It is unusual to find an organization which attempts to manage all phases of communication as a functional activity. It is even more unusual to encounter an organization that performs periodic and formal appraisals of the general communication system for the purpose of maintaining and developing the effectiveness of this vital interaction-influence function.

The present state of communication management is such that considerable improvement appears possible. The further development of communication as a staff function appears to be a prerequisite to its effective use by line personnel. Management's future application of available communication knowledge will require a considerable amount of translation, interpretation, and development of common terminology and practical procedures.

The objective of this paper is to present a conceptual and methodological structure for the appraisal and management of organizational communication. In order to accomplish this objective, it is first necessary to provide an acceptable way to identify communication systems within organizations; then, to suggest a method by which these identified systems can be examined and evaluated; and finally, to furnish recommendations for managing

the functional activity of organizational communication in terms of planning, organizing, and controlling.

I - NATURE OF ORGANIZATIONAL COMMUNICATION

Organizational communication consists of various message sending and receiving phenomena affecting formal social units in which individuals work toward common goals. It is generally identified with written media (correspondence, house publications, bulletin boards), hardware (telephone systems, dictation equipment, computer units), and speech activities (interviewing, directing, conferring). However, it should be construed to include all behavior-modifying stimuli, both verbal and non-verbal. It includes gestures and facial expressions as well as the spoken word in conversation and meetings. It also includes symbols and colors as well as the written word in procedure write-ups and consumer advertising. Therefore, organizational communication is concerned with most of the specialized disciplines related to human communication: i.e. interpersonal communication, small-group communication, information systems, mass communication, and non-verbal communication.

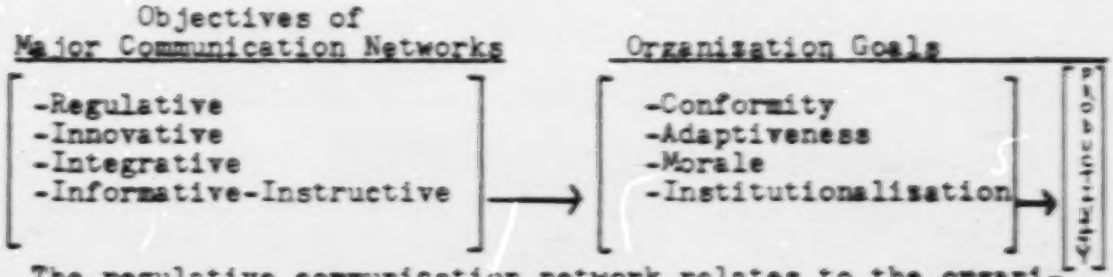
Organizational communication can be defined as a system in terms of purpose, operational procedures, and structure. The purpose of organizational communication is to facilitate the achievement of organizational goals. The operational procedures involve the utilization of functional communication networks directed by communication objectives related to organizational

goals; the adoption of communication policies appropriate to communication network objectives; and the implementation of such policies through suitable communication activities. The structural elements include (1) the organization unit, (2) functional communication networks, (3) communication policies, and (4) communication activities. Each of these four structural elements is discussed below:

(1) The organization unit: For purposes of communication analysis, the organization unit may be the entire industrial, educational, or governmental body, or any operating subsection. The subject of study could be a department, a division or any segment of the larger group manned by personnel in a formal relationship with common objectives. The identified organization unit may be described and understood in terms of functional relationships, personnel characteristics, and situational factors. Functional relationships include the internal organization structure, operating processes, and external contacts. Personnel characteristics include technical and managerial skills, leadership style, communication skills, motivational elements and conceptual abilities. Situational factors include beliefs, values, ways of doing things, cohesiveness, morale, attitude toward change, community customs and other environmental influences and restraints on human behavior.

(2) Functional Communication Networks: The organizational communication system is the sum of a group of subsystems or functional communication networks, each of which is related to one or more organizational goals. The literature of communication theory and social psychology suggests four major communication subsystems -

the regulative network, the innovative network, the integrative network, and the informative-instructive communication network.[8] The combined objectives of these four networks substantially fulfill the communication required to achieve organization goals identified as conformity, adaptiveness, morale, institutionalization and productivity.[9] This concept is illustrated below:



The regulative communication network relates to the organization goal of securing conformity to plans, to assure productivity. It is concerned with controls, orders and other forms of direction and feedback between subordinates and superiors in task-related activities. Examples: Policy statements, procedures, rules.

The innovative communication network strives to insure the adaptiveness of the organization to varied internal and external influences (technological, sociological, educational, economic, political) and so contributes to continued productivity and effectiveness. It is concerned with problem-solving, adaptation to change, and new idea processing both as to strategy and implementation. Examples: Suggestion systems, participative problem-solving meetings.

The integrative communication network, concerned with feelings for self, associates and work, is directly related to the organi-

sational goal of employee morale. It is indirectly linked to institutionalization, which involves acceptance of the organization by non-members; as community and governmental units. It is manifested by supportive and self-maintaining behavior that ranges from informal scuttlebutt and status symbols to highly visible rewards and elements of self-realization and human fulfillment. Examples: "The grapevine", praise by superior, promotion.

The informative-instructive communication network aids in securing the organizational goals of conformity, adaptiveness, morale and institutionalization, and thereby works for higher levels of productivity and effectiveness. It is concerned with getting and giving information not associated with the other communication networks, and includes the instruction that enables subordinates to properly execute job requirements. Examples: Bulletin board notices, company publications, training activities.

(3) Communication Policies: Specific communication policies, relate to each communication network. This relationship is indicated by the following examples:

Communication Network	Organization Policy
-Innovative -Integrative	-It is organization policy to encourage employees to express their views and recommendations; and to provide effective internal communication channels for that purpose.
-Integrative -Informative-Instructive	-It is organization policy to advise and counsel each employee as to performance and career progress; and to give full consideration to all circumstances so as to gain mutual assent for achieving organization goals.

Organisations with different policies relative to the major communication networks can be expected to practice dissimilar communication. Variations in organizational policies and management systems cause behavioral variations in all organizational processes, including communication.[10]

Communication policies are the strategic plans of communication networks to achieve communication objectives via specially designed communication activities. The illustration below indicates the relationship of organization goals, communication network objectives, communication policies, and communication activities.

(4) Communication Activities: Policies that relate to each of the communication networks are implemented through communication activities. The implementative relationship of communication activities to policies is illustrated below:

Organization Policy: - To provide effective internal communication channels, encouraging employees to express their views; because candid, objective communication between all levels and groups is essential for individual development and organizational growth and success.

Related Communication Activities: - Suggestion systems, workgroup meetings, interdepartmental meetings, supervisor-subordinate scheduled meetings, surveys.

Organization Policy: - To clearly define position responsibilities and performance criteria and advise and counsel each employee as to performance and career progress in order to maximize individual development and job satisfaction.

Related Communication Activities: - Workplanning and review program including job descriptions, performance standards, goals, progress reviews and annual reviews.

Because there are many different communication activities in organizations, especially when one considers different management systems, it is important to advocate a systematic method of classifying communication events. The bases for classification include channels, participants, degree of systemization, dependence on authority, nature of objectives, interface with environment, and message-flow direction. Analytical classification can supply deeper understanding of communication processes within an organization; and provide the basis for constructive maintenance and development work. In this regard a taxonomy of communication activities can be useful to both practitioner and researcher.

Exhibit I illustrates one form of taxonomy. Sixty-six classes of communication are provided in a table restricted to innovative communication activities. If the number of variables is increased to include the extent of systemization (high-programmed vs. low-

EXHIBIT I

NOMENCLATURE AND NUMERICAL CODING

FOR COMMUNICATION ACTIVITY CLASSIFICATIONS

WITHIN THE INNOVATIVE COMMUNICATION NETWORK

Classification	Innovative Written-Verbal	Innovative Oral-Verbal	Innovative Non-Verbal
Total	2100.0	2200.0	2300.0
Inter-personal	2110.0	2210.0	2310.0
Internal	2111.0	2211.0	2311.0
Formal	2111.1	2211.1	2311.1
Informal	2111.2	2211.2	2311.2
External	2112.0	2212.0	2312.0
Formal	2112.1	2212.1	2312.1
Informal	2112.2	2212.2	2312.2
Small-Group	2120.0	2220.0	2320.0
Internal	2121.0	2221.0	2321.0
Formal	2121.1	2221.1	2321.1
Informal	2121.2	2221.2	2321.2
External	2122.0	2222.0	2322.0
Formal	2122.1	2222.1	2322.1
Informal	2122.2	2222.2	2322.2
Organisation-Wide	2130.0	2230.0	2330.0
Internal	2131.0	2231.0	2331.0
Formal	2131.1	2231.1	2331.1
Informal	2131.2	2231.2	2331.2
External	2132.0	2232.0	2332.0
Formal	2132.1	2232.1	2332.1
Informal	2132.2	2232.2	2332.2

NOTE TO EXHIBIT I

The numerical classifications employed in Exhibit I are derived from the following coding system:

Variable	Sub-divisions	Numerical Coding
Network Objectives	Regulative	1000.0
	Innovative	2000.0
	Integrative	3000.0
	Informative-Instructive	4000.0
Channel	Written-Verbal	100.0
	Oral-Verbal	200.0
	Non-Verbal	300.0
Activity Participants	Interpersonal (Dyadic)	10.0
	Small-Group	20.0
	Organization-Wide	30.0
Activity Interface with Environment	Internal	1.0
	External	2.0
Activity Regulation	Formal	.1
	Informal	.2

programmed) and direction of message flow (upward, downward, horizontal, lateral), total classes more than doubles; and if recognition is given to other communication networks and to various management styles, there is a very considerable enlargement of communication classes in the taxonomy.

The taxonomical table provides a place and a system of relationships for many concepts currently employed in organizational communication: e.g., internal and external communication, formal and informal communication, written-oral-non-verbal communication, interpersonal and group communication, regulative-innovative-integrative-informative communication, etc. Further, the concept of management information systems can be related to the taxonomical table. Following the viewpoint that management information systems consist of internal activities with a high level of standardization (e.g., accounting systems, internal paperwork systems, computer systems), it is identifiable with the classes in the taxonomical table relative to organization-wide, internal, formal communication activities in the regulative and informative-instructive communication networks. From a broader viewpoint, management information systems may be considered to include all classifications of communication activities explicitly or implicitly authorized by management. In terms of the taxonomical table, this broad concept of management information systems would include all activities in the regulative, innovative, integrative and informative-instructive communication networks, whether the activities were external or internal, informal or formal, low-

programmed or high-programmed or whether interpersonal, small-group or organization-wide.

II - APPRAISAL STRUCTURE AND WORKPLAN

The examination of communication effectiveness is best approached by first considering the overall system and later studying individual communication activities. Knowledge of the general organizational environment is prerequisite to understanding individual communication activities. This approach permits asking questions from two viewpoints: On one hand, "How well is the entire communication system working?" On the other hand, "What is the efficiency and effectiveness of individual activities?"

Appraisal of the Overall Communication System:

The following workplan indicates a general program for the appraisal of the overall communication system:

Stage I: Fact-Finding

1. Study the identified organization unit in terms of functional relationships, personnel characteristics and situational factors.
2. Identify the nature of communication system controls.
3. Determine organization policies related to basic communication networks.
4. Complete an inventory of communication activities including major communication elements, technical methods and equipment.

Stage II: Analysis

1. Classify communication policies and activities in terms of communication networks to gain greater understanding of the communication system.

2. Utilize appropriate measurement methods to obtain data that reflect the achievement level of communication network objectives.

Stage III: Evaluation and Reporting

1. Arrive at tentative conclusions concerning the strengths and weaknesses of the overall system.

2. Discuss tentative conclusions with organization management at the appropriate level.

3. Finalize conclusions and submit report indicating areas of effectiveness and efficiency, and recommendations for communication system changes.

Stage I (Fact-Finding) provides the foundation for analysis, evaluation and reporting. It requires a patient and perservering approach to determine the major factors affecting present communication behavior, and the nature of communication system policies, activities and controls. This can be obtained through observation techniques, the examination of documents, and personnel interviews. The data accumulated should include organization history and objectives, organization structure, leadership style and organizational climate, and an explanation of the means by which the communication system is maintained and developed. Answers should be sought to the following kinds of questions:

-Does anyone have a centralized staff responsibility for the communication function?

-Is the communication function treated formally by top management? Does it have a place in the goals-plan of the organization? Is there periodic accountability?

-If no formal controls are present, how does the organization process problems related to communication? What procedures exist for the introduction of new communication methods?

To identify the communication policies of an organization, it may be necessary to first inventory the communication activities before

deriving an acceptable list of communication policies. In many instances the communication policies will not be available, and must be constructed on the basis of activities examination. The description of each communication activity should be sufficient so workpapers may later convey a comprehensive idea of the kind of communication involved: e.g. descriptive title of the activity, number and nature of participants, general content, channel, timing, conditions of interaction, message-flow direction, degree of standardization, facilitating equipment, special methods, and a rough index of leadership style.

Stage II (Analysis) utilizes the data compiled in the fact-finding stage as a background for determining the extent to which existing policies and activities are achieving the objectives of the major communication networks and the goals of the organization. Field-research investigators have generally concentrated on individual interaction and message-flow analyses.[11] Individual interaction emphasis is illustrated by studies of communication contacts, ability, retention, understanding, and satisfaction; and message-flow emphasis is found in studies of communication content, direction, distortion, speed, and diffusion. These approaches make use of various questionnaire surveys, interview surveys, observation techniques and content analyses, and should be employed when suitable to the purposes and circumstances of the investigation.[12]

A lesser-known technique for communication system examination is that of activity-classification analysis, which can be an important supplementary tool in studies of the overall organization,

working beside the more conventional measurement instruments noted above. Activity-classification analysis concentrates on the nature of the structural components in the communication systems, and deduces from findings the likelihood of weakness or strength. These leads can be supported or negated by the administration of appropriate measurement methods of the survey, observation, or content analysis types.

Activity-classification analysis may be described as an analytic procedure whereby organizational communication activities are classified in terms of networks, policies, and taxonomical categories for the purpose of determining the characteristics of the communication structure utilized to fulfill communication objectives. This kind of analysis may be started by simply arranging the previously acquired information as to communication policies and activities in terms of the major communication networks. Examples of this were provided in Section I above. This permits a preliminary judgment as to the adequacy of existing communication activities with respect to policies, and the adequacy of existing policies with respect to communication network objectives.

Exhibit II illustrates a further step in activity-classification analysis. The internal verbal communication activities of an organization have been classified in terms of communication network objectives and the number of participants involved in each communication activity. This includes oral-verbal and written-verbal activities but excludes non-verbal communication activities such as gestures, facial expressions, position titles, office size and superior-subordinate perception disparities. In some cases, completion of a table similar to Exhibit II will reveal a near-

EXHIBIT II

INTERNAL VERBAL COMMUNICATION ACTIVITIES

CLASSIFIED BY NUMBER OF PARTICIPANTS AND COMMUNICATION NETWORK OBJECTIVES

NUMBER OF PARTICIPANTS	REGULATIVE NETWORK	INNOVATIVE NETWORK	INTEGRATIVE NETWORK	INFORMATIVE NETWORK
INTER-PERSONAL (2 persons)	-Supervisor directions and requests -Supervisor-Subordinate meetings -Job descriptions and standards -Annual appraisal -Special problem sessions -Reports on operations -Memoranda	-Ad hoc problem resolution -Supervisor-Subordinate idea development meetings -Annual goals determination in work-planning program -Informal get-togethers as in-house lunch meeting -Reports on visits to other organizations, conventions, seminars	-President's welcome letter to new employee -Grievance discussion -Progress review in work-planning program -Annual appraisal -Informal meeting of two organization members -Superior-subordinate informal conversation on personal matters	-Hiring interview -New employee orientation -Memoranda -Oral and written reports -Cross-functioning
SMALL-GROUP (3-10 persons)	-Meetings: directors, executive committee, departmental; crisis-type meeting as in fire, flood, strike	-Meetings: directors, executive committee, departmental, inter-departmental, problem-solving, sales development, crisis-type, budget, group lunch	-Meetings: participative workgroup, interdepartmental, coffee-break, group lunch	-Meetings -Training in small groups
ORGANI-ZATION-WIDE	-Organization plans -Policy statements -Standard procedures -Regulations -Union contract -Chart of organization -Staff memos -Organization chart	-Suggestion program -Problem-finding program -Operations audit reports as to general and specific areas of the organization	-In-house publications -Holiday social function -"The grapevine" -Literature available to personnel concerning plans, etc. -President's talk to all employees -Supervisory staff meeting	-In-house publications -Bulletin-board notices -Staff meetings -Employee information booklets -Benefits brochure -Statements of standard procedures -Union contract -Organization policy statements -"The grapevine"

absence of activities at the small-group and organization-wide levels; and in others, this kind of analysis will indicate a marked deficiency of activities directed to the objectives of the integrative and innovative communication networks.

Exhibit III represents a more refined study of the regulative communication network within the same commercial organization analyzed in Exhibit II. Whereas Exhibit II was concerned with three levels of participation in respect to all four major communication networks, Exhibit III concentrates on one major communication network and classifies communication activities in that network in terms of three channels of communication and three levels of participation. This approach will sometimes find structural communication strength in the areas of interpersonal oral, small-group oral, and organization-wide written; and disclose communication structural weakness in the areas of interpersonal written, small-group written and organization-wide oral activities. In addition, it is likely that a major weakness will generally be revealed with respect to the non-verbal channel of communication, viz. the failure to give attention to and deal directly with action, sign, and object communication substantially influencing the outcome of any communication interaction.

The kind of analysis illustrated for the regulative communication network in Exhibit III should be completed for the other communication networks (innovative, integrative, informative-instructive), both in terms of the variables shown, and in terms of other variables previously noted in the discussion of taxonomical procedures: e.g., activity regulation (formal, informal), activity

EXHIBIT III

REGULATIVE COMMUNICATION NETWORK ACTIVITIES

CLASSIFIED BY NUMBER OF PARTICIPANTS

AND COMMUNICATION CHANNEL

NUMBER OF PARTICIPANTS	ORAL-VERBAL CHANNEL	WRITTEN-VERBAL CHANNEL	NON-VERBAL CHANNEL
INTERPERSONAL (2 persons)	-Supervisor directions -Superior-subordinate scheduled meetings -Annual appraisals -Special problem sessions -Subordinate requests -Orientation -Discussions required to formulate job descriptions & goals	-Reports on operations -Job descriptions, standards, goals, progress reviews -Correspondence -Memoranda	-Reputations -Dress -Gestures -Attitudes -Facial expressions -Voice inflection -Interruptions during meeting
SMALL-GROUP (3-10 persons)	-Directors meetings -Executive committee -Departmental meetings -Crisis-type meetings -Budget meetings -"Tell and Sell" meetings	-Meeting agenda -Meeting minutes -Visual aids -Workgroup procedure handbook	-Meeting area conditions -Seating arrangements -Chairman's attitudes and expressions -Pauses, silences
ORGANIZATION-WIDE	-Supervisors' staff meetings	-Organization plans -Policy statements -Standard internal procedures -Regulations -Union contract -Organization chart -Staff memos -Supervisor handbook -Nameplates	-Parking lot privileges -Title of position -Size & decorations of office -Location of office -Lunchroom conditions -General working conditions -Organization "Climate"

interface with the environment (internal, external), and activity systemisation (low-programmed, high-programmed).

Stage III (Evaluation and Reporting) reviews findings derived from questionnaires, interviews, observations and activity classification analyses; and concludes as to the effectiveness and efficiency of the overall communication system. Tentative conclusions should be prepared and informally discussed with proper representatives of management. Such a discussion may temper or consolidate the viewpoint being formed. The final conclusions could indicate that certain important activities are missing, existing activities are not sufficiently comprehensive, or that certain communication barriers prevent the achievement of regulative, innovative, integrative and/or informative objectives.

The formal report should be written, noting strengths, weaknesses, and recommendations for change supported by detailed findings. A frequent recommendation will relate to the institution of specific staff responsibility for the communication function. Depending upon the size of the organisation, the implementation of this recommendation may require as little as an additional key-responsibility area for the personnel manager, or as much as the establishment of a separate position for a director of communication. In any case, the attempt should be to bridge the communication function gap that now exists between public relations management and the manager of employee communication; and to establish a responsibility and accountability that covers interpersonal, small-group, and organisation-wide communication activities in respect to the regulative, innovative, integrative and

informative-instructive communication networks within the general communication system.

Appraisal of Individual Communication Activities

The following workplan presents suggested steps for appraisal of individual communication activities:

Stage I: Fact-Finding

1. Determine the nature and objectives of the activity.
2. Identify situational factors influencing the activity, including human, organizational and technological elements.
3. Obtain mutual agreement as to standards for the activity.

Stage II: Analysis

1. Employ appropriate measurement methods to estimate actual performance of the activity.
2. Determine differences between standard and actual performance.
3. Study important variances for the purpose of locating weaknesses in the conduct of the activity.

Stage III: Evaluation and Reporting

1. Arrive at tentative conclusions concerning the effectiveness and efficiency of the activity.
2. Discuss tentative conclusions with management responsible for the activity.
3. Finalize conclusions and submit report noting strengths, weaknesses, and recommended changes.

Stage I (Fact-Finding) determines the nature and objectives of the activity, identifies activity situational factors, and obtains agreement as to standards. Activity situational factors include communication skills, perceptive and conceptual abilities of participants and motivational influences; plus general organi-

sation factors arising from the formal structure and leadership policies, communication tools, methods, and equipment. Standards can be derived as the end-result of a management meeting which studies the activity in terms of performance criteria and procedural instructions. Performance criteria include consideration for the major communication elements of content, media, timing, interaction conditions, direction, participation, preparation, feedback, redundancy, and controls; and the selection of those most pertinent to good performance in the particular activity. The selected performance criteria serve as a basis for the formulation of procedural instructions which indicate the nature of the communication to be performed by individuals utilising relevant equipment, both hardware and software. Standards are then derived for each of the procedural instructions. This is illustrated by Exhibit IV in which eight performance criteria are shown as the major communication elements in the development of four procedural instructions and associated standards; all relative to the communication activity of employee orientation.

Stage II (Analysis) studies the particular communication activity in order to determine the grade of performance. This is accomplished by an appropriate measurement method of actual performance: e.g., questionnaires, interviews, supervisory reports, observation, informal operational feedback, workplanning progress reports, etc. Once there is an indication of the degree of accomplishment, there is need to study those situations representing serious deviations from previously established standards.

EXHIBIT IV

PERFORMANCE CRITERIA, PROCEDURAL INSTRUCTIONS

AND PERFORMANCE STANDARDS

FOR THE INTERNAL COMMUNICATION ACTIVITY

OF EMPLOYEE ORIENTATION

AREA OF PERFORMANCE CRITERIA	PROCEDURAL INSTRUCTION	PERFORMANCE STANDARD
Content Direction Timing	Provide for the general orientation of new employees, within the department and relative to the entire organization.[1]	Within 5 working days of hiring
Feedback Content Timing	Encourage new employee to indicate problems promptly so difficulties may be overcome quickly.[2]	Formal once a week brief interview for min. of first 3 weeks
Initiation Content Controls Timing	Arrange for self or senior skilled personnel to train new employee in job details.[3]	Orient in 2 weeks Train in 60 days
Initiation Participation Interaction conditions Timing	Introduce employee to individual members of group and do everything possible to insure that new member will be accepted by group on a social basis. Utilise methods appropriate to position.	Immediately on date of start

NOTES TO EXHIBIT IV: SOFTWARE AND HARDWARE APPLICABLE TO ACTIVITY

Note 1 Welcome booklet and company facts booklet provided by personnel department.

Note 2 Supervisor reports to personnel department on completion of interviews.

Note 3 Procedure charts within operating department; and audio-visual equipment utilising slide projector and recorder cassettes.

Stage III (Evaluation and Reporting) summarizes the findings on the individual communication activity and concludes as to the adequacy of present performance in meeting the objectives and standards set for that activity. It is advisable for the investigator to consult with managers responsible for the activity prior to finalizing conclusions; then to submit a report as to strengths, weaknesses and recommended changes. Full supporting evidence should be supplied for each recommendation. Furthermore, throughout this section of the communication audit, it is important to remember that certain communication problems may arise from organizational situational factors, policies, leadership styles, and organization structure; and that it may be necessary to report the effect of these conditions on the operation of the individual communication activity.

III - THE MANAGEMENT OF ORGANIZATIONAL COMMUNICATION

The foregoing appraisal plan could be utilized in a one-time review of an organization's communication system. However, the ideas and procedures have been formulated for the primary purpose of integrating continuous and on-going communication control elements into the formal organizational processes. A continuous program of appraisal provides communication control concerned with both maintenance and development of the communication system. This close attention to communication is necessary because variables which effect changes in marketing, production, and finance also require changes in organizational communication. From this

viewpoint, management has a never-ending job in planning, organizing, and controlling the technical function of communication.

The responsibility for achieving effective communication systems rests with three areas of management:

1. The top management team concerned with the formulation of organization policies, and the implementation of strategic plans, including necessary controls.
2. The staff manager charged with the maintenance and development of communication activities in conformance with policies.
3. The general corps of managers responsible for the administration of the basic technical and management functions, including the function of communication.

The Responsibilities of Upper-Level (Top) Management

It is assumed that we are concerned with an organization operating under leadership policies resembling Likert's System 3 and McGregor's Theory Y. The operating processes are intended to be consultative and participative and the intention exists to do everything possible to improve communication processes. Under these circumstances, it is recommended that top management carry out their responsibilities by taking the following actions:[13]

Planning:

-Provide a detailed written statement of organization objectives and policies.

-Issue a formal written policy on communication, including responsibilities for implementation by line managers and staff counselors.

Organising:

-Appoint a communication manager, or clearly designate an existing manager to be responsible for the implementation of communication policies.

-Provide staff authority to the communication manager, closely equivalent to vice-presidents reporting to the executive vice-president.

-Clarify the job responsibilities of the communication manager with particular attention given to other organizational positions substantially concerned with communication: e.g., public relations, personnel, training, computer information systems, general information systems, organizational development.

-Formally announce that the communication program has the full support of the chief executive, and identify communication effectiveness as an important factor to be considered in annual performance reviews of individual managers.

Controlling:

-Require formal periodic examinations of the organizational communication system. Consider the institution of a communication audit, with long-form report, as a major element of an annual management audit.

-Confer with the communication manager prior to strategic decisions and the formulation of implementation plans.

-Institute a system of future planning reports for the communication system similar to that required in other technical areas of the organization; e.g. financial budgets, marketing plans.

The Responsibilities of the Staff Communication Manager

Communication policy is implemented in the same manner as personnel policy. There is a line responsibility and staff support. Depending on the structure and size of the organization, the senior staff specialist may have one of several titles -- e.g., communication manager, director of communication, vice-president of personnel, administrative vice-president, personnel manager. In a large organization, the prime responsibilities for the management of communication may be held by a director of communication or a vice-president of personnel reporting to the executive vice-president. In medium-sized units, the staff communication functions

can be managed by an administrative vice-president or a personnel director reporting to the chief executive officer. In smaller organizations, with limited staff, the proper performance of this function would probably depend on the initiative of the personnel manager and the availability of outside consultants at reasonable cost.

The job responsibilities of the staff communication manager include key areas relating to (1) communication controls; (2) communication technology; (3) communication improvement, including both training and operating programs; (4) organization development; (5) cooperation with other communication-centered areas, as public relations, information systems, and training; and (6) communication system appraisals. For each of these areas, it is possible to prepare detailed job descriptions which leave little room to doubt that the position of communication manager warrants a full-time job in larger-sized organizations.[14]

In order to provide periodic appraisals of the communication system, the communication manager should maintain schedules, charts, and other working papers which reflect an organized review of the various communication networks and their subsystems. This includes data from interviews, questionnaires and observation studies. Evaluations and change proposals should be incorporated in a written report supported by facts, problems, alternatives, and analyses. For the examination of specific activities, the staff communication specialist works jointly with the operating manager to plan, organize and control the line manager's communi-

cation activities. This is managing the conduct of personnel interaction just like the management of technical sales, finance, or production responsibilities of the line manager.[15] Planning and organising specific communication activities, involving the establishment of performance criteria, optimum procedural instructions and standards, is admittedly time-consuming, but no more so than other major change projects like the introduction of a program of management by objectives.

In addition to providing an audit report on the overall communication system, and cooperating with line managers on the control of individual communication activities, the appraisal job responsibility includes the study of special communication problems. For example, executives suffering work overloads or claiming an insufficiency of accurate information; departmental morale; friction between key individuals or significant groups.[16] In most cases, the communication manager contributes to the solution as part of an investigation team including other staff and line managers.

The Responsibilities of General Management Personnel

The efficient execution of communication activities is the responsibility of management personnel at all levels, working with the staff assistance of the communication manager, under the policies and objectives set forth by top management. Communication planning is no different than other organisational plans which are carried out through activities. These activities are the responsibility of management personnel to organise, direct and control

so as to achieve organization objectives. Therefore, the sanction and reward system is as applicable to communication and personnel objectives as to the objectives of other line and staff functions.

If supervisors at various management levels are to be responsible for segments of organizational communication, it is recommended that a control system be employed. For example, an organization-wide workplanning program. Such a program involves the achievement of annual supervisor-subordinate agreements as to the entire field of technical and managerial responsibilities. This includes statements of specific communication responsibilities and standards, plus periodic reviews of progress toward mutually agreed-upon goals. Within such a framework of job responsibilities and goals, the major communication responsibilities of management personnel are detailed in the form of individual communication activity analyses relevant to the work areas of the particular superior-subordinate combination. For example, see Exhibit IV above.

The establishment of individual communication activity analyses involves a joint effort on the part of supervisor-subordinate teams and the communication manager. In order to develop procedural instructions and standards for a given communication activity, it is necessary that all participating managers understand job communication requirements, communication policies and the importance of various communication performance criteria. Once standards have been established, subsequent supervisor-subordinate progress reviews will disclose conformance or deviation from these standards, with relevant comments. This information will go to the

communication manager for use in staff-line reviews of specific communication activities. With this kind of program, general management personnel are fully involved in the administration of the organisational communication system --- planning, organising, and controlling; while the staff communication manager furnishes necessary support and guidance.

IV - SUMMARY AND CONCLUSION

Efficient and effective communication is a major factor in achieving high levels of organizational effectiveness. Organizational communication includes all verbal and non-verbal stimuli affecting individual behavior and therefore is much broader in scope than just correspondence, bulletin boards, press releases, annual reports, company newspapers, and computer printouts. It can be defined in terms of purpose, operational procedures, and structural elements. The fundamental element is the organization unit, the prior understanding of which is essential in terms of functional relationships, personnel characteristics, and special situational features. Related to the unique organization unit are three other elements of organizational communication -- communication networks, communication policies, and communication activities. Primary objectives of the communication system form the basis for identifying communication networks; and each communication network consists of specific communication policies implemented through individual communication activities.

The basic purpose of communication system appraisal is to determine whether communication network objectives are being achieved, and to submit change-proposals relating to weaknesses in the system. This can be accomplished by the employment of a structured workplan which gives attention to major communication activities, component communication networks, and the overall communication system.

Planning, organizing and controlling functions are as applicable to the interaction process of communication as to the technical areas of marketing, production, and finance. Line managers have communication responsibilities requiring strong staff support. In larger organizations the staff should include a professional communication manager. In smaller organizations these duties may be delegated as a prime responsibility to the senior personnel manager, possibly assisted by an outside consultant. In any case, communication system management is required on a continuous and on-going basis as distinct from sporadic "fire-fighting" triggered by specific communication failures and persistent problems.

The development of an effective program of communication management appears to be closely related to the nature of organization policies, staff personnel capabilities, and the quality of general organization development. Organizations presently able to cope with other progressive management systems will find that communication management is a natural step forward.

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